

## Message Text

CONFIDENTIAL

PAGE 01 KINSHA 05034 271815Z  
ACTION IO-13

INFO OCT-01 AF-10 ISO-00 ARA-06 EA-07 EUR-12 NEA-10  
CIAE-00 COME-00 EB-07 INR-07 LAB-04 NSAE-00  
SIL-01 DODE-00 PM-04 H-01 L-03 NSC-05 PA-01  
PRS-01 SP-02 SS-15 IOE-00 NSCE-00 SSO-00 USIE-00  
INRE-00 AID-05 OIC-02 /117 W  
-----271841Z 087839 /45

O 271420Z MAY 77  
FM AMEMBASSY KINSHASA  
TO SECSTATE WASHDC IMMEDIATE 3827  
USMISSION GENEVA IMMEDIATE

C O N F I D E N T I A L KINSHASA 5034

E.O. 11652: GDS  
TAGS: ELAB ILO CG  
SUBJ: ZAIRAIN GOVT GROPE TOWARD POSITION ON ILO

REF: A. STATE 102699, B. STATE 105258

1. SUMMARY: PER INSTRUCTIONS REFTTEL A, CHARGE RAISED ILO ISSUE WITH DEPT OF FONAFF DIRGEN IDZUMBUIR ON MAY 13 AND DELIVERED AIDE MEMOIRE BASED ON REFTTEL B. LABOR REPORTING OFFICER SUBSEQUENTLY MET WITH MINISTER OF LABOR YOKO, NATIONAL UNION OF ZAIRIAN WORKERS (UNTZA) EXECUTIVE SECRETARY FOR EXTERNAL RELATIONS KATALAY, AND EMPLOYER REPS TO INTERNATIONAL LABOR CONFERENCE (ILC) MUNGA, LEAVING COPY OF AIDE MEMOIRE WITH EACH. DURING MAY 25 MEETING OF ALL ZAIRAIN DELEGATES TO UPCOMING ILC, INCONCLUSIVE DISCUSSION CENTERED ON HOW TO RECONCILE ZAIRE'S GROWING DEBT TO ARABS WITH GOZ DESIRE TO PREVENT US WITHDRAWAL FROM ILO. END SUMMARY.

2. IN RESPONSE TO DEMARCHE BY CHARGE, IDZUMBUIR (WHO HAS BEEN TOP OFFICIAL AT FONAFF DURING PROLONGED ABSENCE FROM KINSHASA OF VICE PRESIDENT AND FONMIN NGUZA) PROMISED TO GIVE MATTER PRIORITY ATTENTION. HE ALSO DOWNPLAYED SIGNIFICANCE OF RECENT CONFERENCE OF AFRICAN LABOR MINISTERS IN TRIPOLI.

CONFIDENTIAL

CONFIDENTIAL

PAGE 02 KINSHA 05034 271815Z

3. RECENTLY APPOINTED LABOR MINISTER YOKO TAKEMBE RETURNED TO ZAIRE AFTER SERVING FROM 1971-75 AS ZAIRIAN PERMREP TO THE EUROPEAN OFFICE OF THE UN IN GENEVA, WHERE HE HAD CONSIDERABLE EXPOSURE TO ILO. WHEN INITIALLY CONTACTED BY EMBOFF BEFORE TRIPOLI CONFERENCE, YOKO STRESSES AT GREAT LENGTH HIS DEBT TO THE FORD FOUNDATION, WHICH FUNDED HIS UNIVERSITY TRAINING IN FRANCE, AND HIS CONSEQUENT

DESIRE TO BE AS SUPPORTIVE OF US OBJECTIVES AS CONDITIONS PERMIT. HE WENT ON TO INDICATE SYMPATHY WITH US CONCERNS EXPRESSED IN LETTER OF INTENT, BUT THEN STATED HIS DISSATISFACTION BOTH WITH LETTER ITSELF, WHICH HE SAID SMACKS OF BLACKMAIL, AND WITH CURRENT US POSITION ON ILO STRUCTURE. HE BACKED DOWN SOMEWHAT ON "BALCKMAIL" CHARGE DURING ENSURING DISCUSSION, BUT REMAINED UNHAPPY WITH WHAT HE VIEWS AS INAPPROPRIATE US MEANS TO ACHIEVE LAUDABLE OBJECTIVES.

4. DURING SUBSEQUENT MEETING MAY 21, YOKO (WHO HAD YET TO RECEIVE INSTRUCTIONS FROM HIS GOVT ON ILO ISSUES) RETURNED TO PROBLEM OF STRUCTURE, WHICH HE CLAIMS TO VIEW PRIMARILY IN TERMS OF THE COST OF TECHNICAL ASSISTANCE. ACCORDING TO YOKO, THE ILO HAS BEEN INSUFFICIENTLY CONCERNED ABOUT THE EXHORBITANT COSTS OF EXPATRIATE TECHNICAL EXPERTS, IN PART BECAUSE CURRENT ILO STRUCTURE ALWAYS PRODUCES A DIRECTOR GENERAL WHO IS INSENSITIVE TO THIS PROBLEM BY VIRTUE OF HIS WESTERN INDUSTRIAL ORIGINS, YOKO STRESSED HIS BELIEF THAT ORGANIZATIONS LIKE THE ILO SERVE ABOVE ALL THE SELF-INTERESTS OF THEIR EMPLOYEES, AND THAT INCREASED LDC CONTROL OF SUCH ORGANIZATIONS APPEARS TO BE THE BEST, IF UNCERTAIN, WAY TO INCREASE THEIR RESPONSIVENESS TO THIRD WORLD DEVELOPMENT NEEDS. HE THEN SUGGESTED THAT GREATER US CONCERN WITH THESE NEEDS, AND IN PARTICULAR WITH THE COST OF TECHNICAL ASSISTANCE, WOULD BE THE BEST WAY (AT LEAST WITH REGARD TO THOSE DELEGATIONS FOR WHOM POLITICIZATION OF THE ILO IS NOT AN END IN ITSELF) TO DEFUSE ISSUE OF CHANGE IN COMPOSITION OR SIZE OF ILO GOVERNING BODY.

5. YOKO CALLED MEETING IN HIS OFFICE MAY 25 OF FULL ZAIRIAN DELEGATION TO ILC. ACCORDING TO UNTZA OFFICIAL KATALAY SANGOL, YOKO BEGAN MEETING BY REFERRING TO OUR AIDE MEMOIRE AND UNDERLINING GOZ CONFIDENTIAL

CONFIDENTIAL

PAGE 03 KINSHA 05034 271815Z

DILEMA: HOW TO RESPOND TO LEGITIMATE US CONCERNS WITHOUT ALIENATING ARABS WHOSE ASSISTANCE PROVED TO BE CRITICAL DURING SHABA CRISIS AND IS COUNTED ON TO HELP ZAIRE OUT OF ITS CURRENT FINANCIAL DISTRESS. KATALAY CAME AWAY FROM MEETING WITH THE IMPRESSION THAT THE GOZ IS STILL GROPING TOWARD POLICY. ACCORDING TO AN ADVISER TO NGUZA AT FONAFFS, THE GOZ MAY DELIBERATELY AVOID ISSUING INSTRUCTIONS

TO YOKO AND RELY ON HIS DEMONSTRATED DIPLOMATIC ABILITY TO ARRIVE AT THE LEAST UNSATISFACTORY POSITION IN GENEVA.

6. THE SITUATION IS ALSO RATHER CONFUSED AT THE UNTZA. FORMER SEC GEN KIKONGI, WITH WHOM HOROWITZ HAD A PRODUCTIVE LUNCHEON MEETING IN JAN, WAS STRIPPED OF HIS POSITION BY PRES MOBUTU IN APR. THE SUBSEQUENT LEADERSHIP STRUGGLE WITHIN THE UNION (WHICH IS NOW EXPECTED TO BE RESOLVED BY ELECTIONS ON JUNE 20) HAS DIVERTED ATTENTION FROM ALL OTHER ISSUES AND RESULTED IN SEVERAL CHANGES IN THE COMPOSITION OF THE UNTZA DELEGATION TO GENEVA. THE LEADERS OF THE DELEGATION AS CURRENTLY COMPOSED ARE THE THREE PRINCIPAL CONTENDERS FOR KIKONGI'S POSITION: SIWA-DIO-BANZA, ACTING SEC GEN;

MPINDU MBWABWA, WHO ALONG WITH SIWA WAS ONE OF KIKONGI'S FOUR DEPUTIES; AND KATALAY. HOWEVER, NEITHER SIWA NOR MPINDU HAD RECEIVED GOZ AUTHORIZATION TO TRAVEL TO GENEVA AS OF MAY 28, AROUSING SUSPICION THAT THEY ARE TRYING TO REMAIN IN KINSHASA TO PREPARE FOR THE JUNE 20 ELECTIONS. SIWA, MPINDU AND KATALAY ARE ALL WELL-DISPOSED TOWARD THE US, BUT ONLY KATALAY IS THOROUGHLY FAMILIAR WITH ILO ISSUES. WHEN LAST CONTACTED ON MAY 28, KATALAY WAS PREPARING A SUMMARY OF OUR AIDE MEMOIRE FOR SIWA.

7. THE ZAIRIAN DELEGATION WILL INCLUDE TWO OFFICIALS WITH WHOM HOROWITZ MET DURING HIS JAN VISIT TO KINSHASA: MUNGA WA NYASA, ADMINISTRATIVE HEAD OF THE ASSOCIATION NATIONALE DES ENTERPRISES ZAIROISE (ANEZA) AND EMPLOYER REP TO THE ILC, AND TAKIZALA KAHUIT MAYALA OF THE DEPT OF PLAN. MUNGA REMAINS STAUNCHLY IN FAVOR OF THE US POSITION, AND REPORTS THAT TAKIZALA IS SIMILARLY DISPOSED. MUNGA IS LOOKING FORWARD TO MEETING AGAIN WITH HOROWITZ.

WALKER  
CONFIDENTIAL

CONFIDENTIAL

PAGE 04 KINSHA 05034 271815Z

CONFIDENTIAL

NNN

## Message Attributes

**Automatic Decaptioning:** X  
**Capture Date:** 01-Jan-1994 12:00:00 am  
**Channel Indicators:** n/a  
**Current Classification:** UNCLASSIFIED  
**Concepts:** WITHDRAWAL OF MEMBERSHIP, MEETINGS, INTERNATIONAL LABOR ORGANIZATIONS, FOREIGN POLICY POSITION  
**Control Number:** n/a  
**Copy:** SINGLE  
**Sent Date:** 27-May-1977 12:00:00 am  
**Decaption Date:** 01-Jan-1960 12:00:00 am  
**Decaption Note:**  
**Disposition Action:** RELEASED  
**Disposition Approved on Date:**  
**Disposition Case Number:** n/a  
**Disposition Comment:** 25 YEAR REVIEW  
**Disposition Date:** 22 May 2009  
**Disposition Event:**  
**Disposition History:** n/a  
**Disposition Reason:**  
**Disposition Remarks:**  
**Document Number:** 1977KINSHA05034  
**Document Source:** CORE  
**Document Unique ID:** 00  
**Drafter:** n/a  
**Enclosure:** n/a  
**Executive Order:** GS  
**Errors:** N/A  
**Expiration:**  
**Film Number:** D770190-0566  
**Format:** TEL  
**From:** KINSHASA  
**Handling Restrictions:** n/a  
**Image Path:**  
**ISecure:** 1  
**Legacy Key:** link1977/newtext/t19770510/aaaaaioh.tel  
**Line Count:** 139  
**Litigation Code IDs:**  
**Litigation Codes:**  
**Litigation History:**  
**Locator:** TEXT ON-LINE, ON MICROFILM  
**Message ID:** 1fba5087-c288-dd11-92da-001cc4696bcc  
**Office:** ACTION IO  
**Original Classification:** CONFIDENTIAL  
**Original Handling Restrictions:** n/a  
**Original Previous Classification:** n/a  
**Original Previous Handling Restrictions:** n/a  
**Page Count:** 3  
**Previous Channel Indicators:** n/a  
**Previous Classification:** CONFIDENTIAL  
**Previous Handling Restrictions:** n/a  
**Reference:** 77 STATE 102699, 77 STATE 105258  
**Retention:** 0  
**Review Action:** RELEASED, APPROVED  
**Review Content Flags:**  
**Review Date:** 10-Feb-2005 12:00:00 am  
**Review Event:**  
**Review Exemptions:** n/a  
**Review Media Identifier:**  
**Review Release Date:** n/a  
**Review Release Event:** n/a  
**Review Transfer Date:**  
**Review Withdrawn Fields:** n/a  
**SAS ID:** 2317024  
**Secure:** OPEN  
**Status:** NATIVE  
**Subject:** ZAIRAIN GOVT GROPEs TOWARD POSITION ON ILO  
**TAGS:** ELAB, CG, ILO  
**To:** STATE GENEVA  
**Type:** TE  
**vdkgvwkey:** odb://SAS/SAS.dbo.SAS\_Docs/1fba5087-c288-dd11-92da-001cc4696bcc  
**Review Markings:**  
Margaret P. Grafeld  
Declassified/Released  
US Department of State  
EO Systematic Review  
22 May 2009  
**Markings:** Margaret P. Grafeld Declassified/Released US Department of State EO Systematic Review 22 May 2009